



Support to Building Inclusive Institutions of Parliament in Somalia

PROJECT SUMMARY

2013 has been the first full year of a functioning Federal Parliament in Somalia, which was established by the Provisional Constitution in 2012. UNDP has been a central partner and supported the process of establishing the institution, providing support for developing its core functions.

The project's four outputs have been focusing on four key areas – 1) Support for law-making, oversight and core business of Parliament 2) Building the institution of Parliament, with a functioning administration; 3) Supporting the representation role of Parliament, and its role in peacebuilding and reconciliation in Somalia as well as 4) Supporting the Parliament's role fostering an inclusive process of implementing and reviewing the Provisional Constitution. The outputs of the project are aligned with the strategic objectives of the Parliament's Strategic Plan, which UNDP helped develop at the end of 2012, and which implementation has begun from 2013.

In 2013 Parliament initiated its law-making and oversight functions. Committees have been formed and started to function. A process of orientating MP's on work of committees and developing workplans has been initiated, with UNDP providing a number of advisors and trainings to support it. Parliament has held its first oversight sessions, in the plenary and in committees, with ministers present – a major milestone for accountability and oversight. Committees started to function according to workplans, developed with support from UNDP, and in several instances good working relations are emerging between committees and the executive.

Extensive technical and financial support has been provided in relation to the project's second output, on building institution of Parliament. Following a capacity assessment (of infrastructure, HR and Administration) a reorganization plan was developed and approved. A graduate scheme was introduced at the beginning of the year – bringing 45 young Somali professionals into the administration. The new staff became the backbone of committee support and administrative work, and continued to develop their skills throughout the year. Their performance has been highly praised. The administration reorganization process continued with a recruitment of deputy SG and 8 director positions – which has been completed by the end of the year – conducted with support of UNDP through a 3 step merit based process. This has set new standards for recruitment process for senior civil servants. A broad support for IT structure (TA, HR and hardware) of Parliament was provided, resulting in trained staff and established mechanisms governing IT and communication for Parliament – including a new website. New working spaces and security upgrades have been possible with UNDP support.

UNDP has also engaged significantly in building the representation function of Parliament, and supports its role in peacebuilding and conciliation. A process to develop the Parliament's outreach and dialogue strategy was launched in mid-year, with a validation workshop on the draft, with over 50 MP's, held in September. MP's have received technical and financial support to conduct outreach into regions – resulting in a strengthened connection with their constituency.

Reporting mechanisms for outreach have been introduced – and increased conciliation and peacebuilding activities have been planned. In Somaliland, a vision and objectives for outreach and representation have been included in the strategic plan. Outreach trips to the regions have been also conducted by Committees.

The FGS and the Parliament has also requested the support of UNDP in a number of key national dialogue events. – The Vision 2016 conference took place in September, laying an agreement on key political milestones for the FGS. In November, a Juba reconciliation conference was held with support from UNDP, resulting in consensus around creation of a regional administration. The Constitution Implementation and Review Committee has been established in Parliament – and with the support of UNDP organized its public launch, with large attendance of Civil Society, including women groups and youth. It was broadcast in media and passed a message of need for inclusion in the process of building peace and a new Somali State. A timeline with strategic objectives for the process has been developed, and adopted by Parliament, as well as other FGS counterparts – and attached to the Somali Compact. Also in 2013 an Integrated Constitutional Support Team (ICST) has been created, where UNDP will be working closely with UNSOM in order to deliver as one UN body.

While 2013 has seen significant progress in building the institution of Parliament and enacting its core functions – it is still at early stages and a fragile institution functioning in a volatile environment. UNDP's support to Parliaments and Constitution Review in Somalia has also been heavily impacted by the constant political turbulence, and the security challenges, notably the June attack on UNCC.



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Support to Building Inclusive Institutions of Parliament in Somalia

PROJECT:
Support to Building Inclusive
Institutions of Parliament in Somalia

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PROGRAMME:
Governance and Rule of Law

REPORT PERIOD:
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Final

DONORS:
Belgium
UNDP BCPR
Sweden
European Commission
UK AID
Norway

CONTEXTUAL ANALYSIS

FEDERAL LEVEL

The Parliament continued to develop and conduct its functions, in a constantly tensed politically environment. Its peak had been tabling a motion of no confidence against the cabinet in April. In July tensions around legislation for establishing Commissions and Regional Administrations led to a month's extension of Parliament sitting. Following the summer, the "Vision 2016" national conference from September 2nd to 6th and the Juba reconciliation conference from November 2nd to 6th were held. Also in September the Somali New Deal compact has been signed. Towards the end of the year, a political crisis led to the dismissal of the PM and cabinet by the Parliament. An agreement on the process to review the constitution and for creation of federal states is still to be reached. Overall in 2013 the political developments have been strongly impacted by the difficult security situation, with frequent incidents and threats. Notably, the attack on UNCC has hindered the UN's support to FGS.

PUNTLAND

The year 2013 in Puntland started with the Puntland Government stepping up talks with the Federal Government and an agenda for engagement between agreed upon. The rest of the year revolved around preparations of elections that were postponed more than once, one of the reasons being Parliament accused of siding with one party - that of the President - leaving a strong legitimacy vacuum. President Farole in Q3 suspended all cooperation with the Federal Government as a result of what he interpreted as "lack of compliance to the Provisional Constitution and inequitable distribution of international aid". The Parliament selection was held and subsequent President election conducted end of 2013 and beginning of 2014, resulting in Political landscape in Puntland and allowing to expect a new opening with the Puntland Parliament.

SOMALILAND

The year started with tensions within government around the development of PFM strategy. Following a tensed situation after the local elections held in 2012, the House of Elders (Gurti) in Somaliland requested the extension of the term of the Somaliland Parliament which was approved by the President in April for two and 1/2 years. It was also agreed at that point that the elections of the parliament will take place the same time as the presidential elections in late 2015. A crises regarding the transfer of airspace, resulted in temporary suspension of UNHAS flights during Q2 but the ban was lifted as a result of an agreement reached in Turkey to establish a joint air traffic authority based in Hargeisa. In general, the security situation remained stable in Somaliland for most of the year. The Parliament has witnessed a number of internal disputes, particularly around blocks of MPs backing the President and others aligned with the current Speaker of the Parliament.

RESULTS

SL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	10 (M:10, F:0) - a strategic planning training was conducted in Hargeisa with specially appointed ad hoc committee with deputy Speaker and several MPs. It resulted in an improved understanding of the HoR processes and agreed on draft strategic plan.	
	Comment	New vision and mission statements as well as new values and directions were agreed upon. Training occurred in Q3 but further trainings anticipated in 2014.	
FL	Indicator	2.2.1.1 Number of public servants that participated in organized trainings	G
	Result	Four orientation and training sessions on Rules of Procedures conducted, reaching 65% of the 275 MPs. One workshop on parliament outreach strategy involving 50 MPs. Constant training for 43 graduates (M:38, F:5).	
	Comment	Trainings have resulted in MPs being more active in their functions and graduates being more involved.	
FL	Indicator	2.1.1.1 Number of required laws, disaggregated by draft by the legislative or executive branch, enacted by Parliament, and implemented by the executive	G
	Result	4 - The House has approved 4 bills including establishment of Constitution Commission, regional dispensation, foreign service and supplementary budget of the government.	
	Comment	More bills have been prepared and presented to the House but have not yet been approved. Furthermore, there is still lack of professional advice being experienced by the MPs.	
FL	Indicator	2.1.1.2 Level that human rights are enumerated and explicitly provided for in Constitution and / or national laws is "high", "medium", or "low"	Y
	Result	Low - Work is still ongoing. Draft bills setting up a Human Rights Commission and a Judicial Services Commission were prepared in Q3.	
	Comment	The reading and reviewing of bills has slowed down significantly due to the current Parliamentary voting regarding the ousting of the Prime Minister.	
FL	Indicator	2.1.2.1 Level of progress in drafting and reviewing policy/law on electoral system laws that increasingly conform to international standards is "high", "medium", or "low"	Y
	Result	Medium- A law establishing the Constitutional Review and Implementation Commission was adopted on 3 July.	
	Comment	The progress in reviewing all bills has slowed down due to the voting of no confidence on the Prime Minister.	
SL	Indicator	Committees in Parliament strengthened to perform their functions	G
	Result	A strategic planning session was held in view of support to all 8 committees which will enhance their functioning. The session helped the committees to get a clearer understanding of their roles as Parliament Committees.	
	Comment	Further trainings and support to SL committees is anticipated for the new year.	
FL	Indicator	Priority development and/or budget committees supported to provide effective oversight of laws and policy	G
	Result	UNDP technical advisors are supporting the NFP administration and its committees in effective oversight of legislative priorities.	
	Comment	The project is anticipating bringing in technical experts in the new year in regards to this.	

RESULTS

FL	Indicator	Parliament effectively engaged in budget cycle, incl. undertaking oversight of key ministries expenditures.	Y
	Result	The creation of a finance committee as part of the 15 Parliamentary committees has been the first step in accomplishing effective oversight of key ministries expenditure and engaging in budget cycle.	
	Comment	Support has been provided to the committee's secretariat but more support is anticipated for the new year.	
FL	Indicator	Parliamentary leadership confident to manage the business of the chamber	G
	Result	UNDP has been supporting the NFP leadership with trainings on issues such as outreach strategies, rules of procedures and administration.	
	Comment	The anticipated senior advisor in the last quarter has been delayed due to lack of field access in Mogadishu and the current security environment.	
FL	Indicator	Staff capacity increased to provide support services to Office of the Speaker	G
	Result	UNDP provided and continues to provide administrative training and support to staff. This includes training on development of committee report formats and templates for draft amendments, and development of effective and achievable work plans to name a few.	
	Comment	The graduates' support to the office of the speaker has been praised for its efficiency by the speaker himself and other high level officials.	
FL	Indicator	Improved understanding of CSOs, media and key public target groups of the role of Parliament and MPs	Y
	Result	This year's outreach sessions by MPs during recess have proven to be more effective, it has so far been the main source of Parliamentary information for the public.	
	Comment	The recruitment of a media specialist anticipated for this quarter has been delayed.	
FL	Indicator	Functioning website functions as key source of information for the public re Parliament	G
	Result	A Parliamentary website was developed in quarter 2 but improvement continues to be done. Number of hits still to be determined.	
	Comment	More work is required on the Parliamentary website and it is anticipated that work will accelerate in 2014.	
FL	Indicator	Media reporting on Parliament increasingly evidence based and reliable	R
	Result	Unknown- work has not started, and sound baselines on media reporting have not been established.	
	Comment	There has been an improvement in the transparency of information reaching the public but comprehensive support is needed. Recruitment of media experts has however been delayed to 2014.	
FL	Indicator	Civic education programme implemented	Y
	Result	A civic education plan has been agreed by the ICST, which is integrated into the UN (UNDP/UNSOM) strategy but the details of a specific programme are still to be refined.	
	Comment	The required personnel should be recruited in the next quarter.	

RESULTS

FL	Indicator	Key legislation required by the Provisional Constitution drafted, debated in Parliament and enacted	G
	Result	4 bills have been approved including a bill establishing the Review and Implementation Commission has been approved by the Parliament.	
	Comment	A number of other bills have been prepared and presented but await reading, which has been slowed down due to the current political climate.	
FL	Indicator	Public consultations undertaken in support of post-Provisional Constitution law-making process	G
	Result	The MPs have used their recess periods in 2013 to engage with their local communities with support from UNDP. The second recess period has proven even more successful and a report was produced but still needs adequate translation.	
	Comment	All graduate staff have had an opportunity to work closely with MPs on outreach and dialogue during the NFP.	
ALL	Indicator	NFP, Somaliland and Puntland Strategic Plans inclusively developed and implementation progressed	Y
	Result	NFP and Somaliland Strategic Plans produced after consultative process. Work is yet to begin in PL.	
	Comment	It is anticipated that work with the Puntland Parliament will resume this year as a result of successful elections.	



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ACTIVITY HIGHLIGHTS

FEDERAL LEVEL

A Graduate scheme was launched, 45 graduates including 5 women recruited into administration and committee support. An ICT assessment was conducted, followed by developing an ICT plan and its implementation- new ICT team and equipment were put in place. MPs have been supported to conduct outreach to regions. A dialogue and outreach strategy was developed and a validation workshop and training on it was conducted in Mogadishu with 50 MP's. Four orientation and training sessions on role of MP's in Parliament and Committees were conducted. Administration staff has also received trainings on daily management of admin activities. The Constitution Review Committee was launched in a public event. The Parliaments timeline for the review process were created. New offices refurbished and equipped

PUNTLAND

The draft workplan for Puntland has been put on hold in 2014 due to the volatile political situation, and most notably cautiousness over a Parliament which has been named as the Presidents political Party. Constant monitoring of the situation in Puntland was conducted, and further activities were stopped in July, following instances of electoral violence and electoral fraud. Activities are planned to resume in 2014, following selection of new Parliament and election of new President.

SOMALILAND

UNDP has continued to assist with outreach committee trips and providing IT support. To expand collaboration, a new LoA between UNDP and the Somaliland HoR has been signed, including continued assistance for outreach as well as law-making and policy dialogues support. UNDP supported developing the strategic plan - a set of workshops was conducted, and an ad-hoc committee set in Parliament, followed by validation sessions. It resulted in the adoption of the strategic plan by the Parliament and subsequent work on the implementation plan - as the base for coordination among all partners. Assessments of women's political participation and law-making procedures as well as public consultations have been conducted. An initial review of the RoP has also been undertaken.

PARTNERSHIPS

2013 has seen a significant level of UNDP collaboration with key partners. UNDP and UNSOM have been working closely in support to the constitutional process through the UN Integrated Constitutional Support Team (ICST), which has been developed to ensure that relevant UN/UNCT staff working across all branches and levels of Government, with various institutions (e.g. Office of the Prime Minister, Ministry of Justice, Parliament) regularly share information and coordinate their efforts across government. UNDP and UNSOM have also worked together on launching the Constitution Review Committee and jointly supported major political events, as the Vision 2016 conference in September and Juba regional reconciliation conference in November.

The Parliament has developed a coordination and planning structure, to coordinate activities of UNDP, NDI and AWEPA and other actors. UNDP has worked hand in hand with AWEPA on reforming the Administration of the Parliament. UNDP has also engaged with the African Centre for Legal Excellence to identify TA and prepare legal drafting trainings. The creation of a revised six months priority was the result of a strong collaboration between UNDP and NFP. Internally, UNDP is constantly using its broad added value of existing programmes and units which contribute to this project, including Access to Justice around processes of law-making, support for Human Rights and Civilian Police in support to Parliament security in general.



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PEACE AND CONFLICT

Ongoing conflict of FGS and international community with AS group resulted in several incidents, including the attack on the UNCC on June 19th - which affected progress in some of the activities due to limited access and movement in Mogadishu. This year also saw a number of political conflicts where the project was neutral - notably two motions of no confidence - latter resulting in PM losing a vote of confidence, and new PM being voted in. The project faced some hostility from a number of MPs who had expectations of large funds being provided for travel abroad and per-diem for meetings held in Somalia. This has been mitigated through support of the Speaker to limit this expectation as well as setting principles for all partners supporting the Parliament. There have also been some issues and hostilities regarding delayed assistance discussed with counterparts. These were resulting from limitations due to the security situation in Mogadishu - and have been explained as such.

GENDER

This year has seen continued UNDP support to the participation of women in workshops and has encouraged the NFP to be more inclusive and equitable. Collaboration with the UNDP Gender team has also included activities in support of Women MPs' understanding of the legislative process. The project has supported the hiring of 5 young female graduates. Women MPs have also been supported to participate in a seminar on Parliament and civil society relations and engaging women organizations in the work of Parliament. However, only 38 of the 275 MPs of Federal Parliament are women equaling a 13.82% representation despite the set target of 30% by the Provisional Constitution. The project has planned recruiting a consultant on Gender issues to support the training and involvement of women MPs in the new year. Women's political empowerment activities have also been included in the SL Parliament Strategic Plan. An assessment in this regard was conducted in Somaliland.

UPCOMING QUARTER

In the beginning of 2014 a lot of focus of the UNDP's work will be directed at finalizing processes and activities initiated in 2013. Together with UNSOM, UNDP will be providing support to the Constitution Review Committee, including setting its secretariat and providing support in workplanning, outreach and civic education activities. Progress is also planned on the support to holding a national youth conference and establishment of Youth Parliament. Further activities in support for committees, including oversight hearings and public hearings are planned. Technical assistance for these activities, as well as logistical and financial support will be provided. This support has been also included in an LoA signed with the Federal Parliament. The Dialogue and Outreach strategy is to be finalized in the upcoming quarter. A training plan for the administration and MP' will be rolled out jointly by all partners. In Somaliland, an implementation plan for the Strategic Plan will be finalized



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REFLECTIONS / LESSONS

Many observations and lessons can be derived from the activities conducted by the project in 2013, which marked its first year.

The hiring of the 45 young graduates of which 5 are women has proven highly effective providing a visible change in the functioning of the administration of the Parliament and has been praised by many officials including the speaker of the Federal Parliament. It also showed related to limited capacity of management of the Parliament administration to manage the young graduates' daily tasks and assignments, and to communicate their roles clearly. This proved challenging at the beginning of the process, especially when additional technical assistance was not present showing a need to include permanent management solutions when establishing such a rapid capacity injection.

Lessons are also learned from process of recruiting the management layer of the Federal Parliament administration. An merit based recruitment process has been prolonged for a significant time, due to political considerations. – Future support for such processes should also receive highest level leadership support in terms of prioritization.

Another challenge, a cross-cutting one, has been security. The issue of security for the Parliament is yet to be resolved and there is still a high level of security vulnerability on the Parliament building. There are efforts ongoing within the UN to identify best ways of most rapidly assisting the Parliament in this regard, but this has proven more difficult than technical assistance support. Also the impact of security on the UN operation has been profound, especially the June attack on UNCC. While the project has managed ways to continue delivering support, including through more direct assistance to the Parliament, the ability to deliver TA has been more limited.

An important impact on the implementation of activities had the signing of the New Deal Compact in quarter 3, re-affirming the prioritization of work on Peace-building and State-building goals relating to the political process in Somalia. It will be key for the international community, implementing partners to advocate for all support around PSG 1 to fall under a common process with certain roles and responsibilities defined. Coordination of all partners will be key.

Also among the FGS, building consensus around the political process is critical and still absent to a large degree. This includes agreement on format of National Dialogue and Constitution Review with all the relevant Somali counterparts in the FGS. A full scope of support to the Constitution review process has been hindered by lack of establishment of a number of bodies, notably the Constitution Review Commission – and various views by stakeholders how the process should look like.

CUMULATIVE PROJECT FINANCIAL SUMMARY	
APPROVED BUDGET	1,754,983
TOTAL (DISBURSEMENTS + COMMITMENTS)	1,516,267
BALANCE OF FUNDS	238,716
% DELIVERY (AGAINST APPROVED BUDGET)	86%

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LIST OF ACRONYMS USED

- AWEPA – Association of European Parliamentarians for Africa
- BCPR – Bureau for Crisis Prevention and Recovery
- CSO – Civil Society Organization
- FGS - Federal Government of Somalia
- HoP – House of the People (Somalia Federal Parliament)
- HoR – House of Representatives (Somaliland)
- ICST – Integrated Constitutional Support Team
- JPLG – Joint Programme on Local Governance (Part of UNDP)
- MP – Member of Parliament
- NDI – National Democratic Institute
- NFP – National Federal Parliament
- SIDP – Somali Institutional Development Project (Part of UNDP)
- UN – United Nations
- UNCC – United Nations Common Compound
- UNDP – United Nations Development Programme
- UNSOM – United Nations Assistance Mission in Somalia
- UK – United Kingdom